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ABSTRACT

A 1989 project provided models and ideas to help British further education colleges manage staff development more effectively. It examined the relationship between staff development and organizational development in colleges, found a common language for the two, and discovered ways of integrating their planning processes. A survey of literature concerned with further education curriculum and management established definitions of staff development. A seminar was held to obtain views of practitioners in the field on current management processes and practices. These preliminary findings formed the basis of case study work with two colleges that had identified specific and contrasting needs for staff development. Information and experience gained from these case studies were used to develop a staff development model based on the process of producing a college human resource plan. The model has five stages: (1) agreeing on definitions for staff development; (2) reviewing present systems for staff development; (3) identifying staff development needs at the macro level and producing a staffing forecast; (4) reviewing needs at the micro level and producing a staff development plan; and (5) monitoring and evaluating the effectiveness of staff development. The model had implications for staff development as part of a business planning process, quality issues, and entitlement planning. (21 references) (YLB)

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UNIVERSITY OF WARWICK

Discussion Paper in Continuing Education *Number 1*

MANAGING STAFF DEVELOPMENT EFFECTIVELY IN FURTHER EDUCATION

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SUMMARY

Undertaken in 1989, the project was designed to help senior managers in further education colleges to manage their staff development function more effectively. It set out to examine the relationship between staff development and organisation development for colleges, find a common language for the two, and find ways of integrating their planning processes.

FINDINGS

1. Definitions

Staff development is defined in at least three different ways by colleges: (i) as a finance-led resource; (ii) as a part of college policy; and (iii) as the practice of delivering training. It lacks a clear identity in the further education system.

2. Management Responsibility

Responsibility for staff development is often divided between several managers at different levels within the college. There is a danger of links between policy and practice breaking down in these circumstances.

3. Management Problems

Managers identified the following four problem areas which exist at present: (i) more support is required for management information systems for staff development; (ii) clearer, more detailed policy statements on staff development are needed; (iii) staff development managers need a wider range of skills than they now have; (iv) a workable procedure for identifying training needs in colleges is required.

CONCLUSIONS

Staff development can be more effectively managed if based on the concept and processes of a Human Resource Plan. This involves five stages: (i) agreeing definitions for staff development; (ii) reviewing present systems for staff development; (iii) identifying staff development needs at macro level and producing a staffing forecast; (iv) reviewing needs at micro level and producing a staff development plan; and (v) monitoring and evaluating the effectiveness of staff development. Partnership is a crucial principle throughout.

Responsibility for the operational level of staff development management is best devolved to middle managers, who will need appropriate skills and resources; the guidelines produced by the National Forum for Management Education and Development will often be helpful in devising suitable programmes.

The management of staff development is not best treated in isolation from other areas of college management. In particular, the production of a human resource plan should be considered, by senior management, in the wider context of a college business plan.

Staff development is an important way of underpinning quality assurance. As one way of supporting this, managers should consider an entitlement to staff development for all staff.

INTRODUCTION

The Task

1.1 The aim of the project was to provide models and ideas which would help Senior Managers in Further Education Colleges to manage their Staff Development function more effectively. It set out to examine the relationship between Staff Development and organisational development for Colleges, to find a common language for the two, and to find ways of inter-relating their planning processes. It did not, however, set out to identify preferred styles of management, nor did it expect to find a 'best' organisational model for colleges. Instead, it aimed to deal with the practical tasks of managing Staff Development, within the present general working contexts of further education, with a view to:

- identifying areas where management might act;
- providing a model on which they might base their action.

The Project

1.2 A preliminary survey of recent literature concerned with further education's curriculum and management was carried out to establish some definitions of Staff Development in the present further education context. Then a seminar was held with practitioners in the field who identified themselves as having management responsibility for Staff Development and their views on current management processes and practices were taken.

These preliminary findings were used to inform Case Study work which was carried out with two Colleges which had identified specific and contrasting needs for Staff Development. College A wished to increase its income-bearing work and to use staff development to produce a sales force for that purpose. This specialised requirement was given an extra dimension by the need for it to use a low-cost strategy. College B was in the process of reviewing and revising its personnel management procedures and was considering alternative ways of managing the Staff Development function as part of that.

The information and experience gained from these Case Studies was used to develop the model for managing Staff Development which this Report provides. That was not intended as a blueprint for action, but rather as an aide memoir for reviewing College practices and for suggesting possible useful actions which could be incorporated into the College's Staff Development management procedures.

The possible implementation of that model was discussed with a cross-section of further education senior managers and this suggested some of its implications for the broader contexts of College management. Finally, therefore, the model was considered in terms of three major issues currently affecting further education: Human Resource Planning as part of a Business Planning process; Quality Issues; and Entitlement.

FINDINGS

Literature Survey: What Is Staff Development?

2.1 The purpose of the literature survey was to determine what is meant by the term Staff Development when it is used in the current further education context. Three major features were identified: Staff Development as a resource; as a policy; and as a practice.

Where Staff Development was identified as an **accountable resource** the focus was on the financial support available for training. As well as the LEATGS Circulars, documents such as the CIPFA Manual of Guidance, FESC's handbook on Managing Resources in Further Education and the DES study of user requirements for CMIS all dealt with ways of allocating funding and managing budgets for Staff Development.

Staff Development as a **policy**, to be planned and implemented, was considered in most detail by the FEU publications Planning Staff Development and The Personnel Function in FHE, and by a project report from WMACFET on Staff Development Policy in Further Education. Broader but extremely important policy perspectives were offered by documents which had had direct influence on strategic planning in further education, especially DES Circular 9/88 (on local management under ERA), Managing Colleges Efficiently, Towards An Educational Audit and The Strategic Planning of Further Education.

A third body of literature dealt with the **administration and delivery** of Staff Development at practitioner level. A Self-Profile for Continuing Professional Development, for example, provided a checklist for staff to identify their own development needs, while a project report from YHAFHE considered the training needs of staff development tutors themselves. Recent documents such as a directory of FE Staff Development Networks and a Workshop Materials Manual for PICKUP Staff Development reinforce this identity of Staff Development as a practical activity to be carried out.

The conclusion reached from the literature survey was that Staff Development lacked a single clear identity. This was reflected by the variety of terms associated with it and sometimes used almost interchangeably: human resource management, continuing professional development, career development and staff training.

That variety of definitions indicated a potential management problem, that of identifying a locus of responsibility for Staff Development. In a typical College, responsibility for Staff Development is divided between, for example, the College Senior Management Team in general, which has responsibility for developing policy on Staff Development; a member of the Senior Management Team (perhaps at Vice-Principal or Assistant-Principal level) who has final responsibility for agreeing expenditure on Staff Development; and a Professional Tutor or Staff Development Officer (perhaps at Senior Lecturer level) who is responsible for course organisation and delivery. Responsibility for identifying training needs, or for monitoring effectiveness, may be given to individual Heads of Department or Section Leaders. In this scenario, there is a real practical danger that communication lines will be over-stretched, that the management of Staff Development will be fragmented and that its links between policy and practice will be un-coordinated and ultimately haphazard. These management issues were explored further by means of a Practitioner Seminar on Staff Development.

Practitioner Seminar: How Do You Manage At Present?

2.2 Contributors to the seminar were practitioners in further education colleges with roles ranging from a Vice-Principal responsible for Staff Development resources and policy to a Senior Lecturer responsible for organising the delivery of Staff Development programmes. They identified several areas in which management practices could be improved:

2.2.1 *Management Information & Resource Management*: the SDMS computer package was considered to be a first major step forward in Management Information Systems for Staff Development and thus in informing Resource Management. More support was required for all MIS, however, especially:

- better systems for informing staff about the staff development opportunities available;
- more clerical assistance to support information systems.

2.2.2 *Policy Making* procedures required clarification in most Colleges, especially:

- the ways in which different managers interrelate, e.g. the roles and responsibilities of the LEA Adviser, leaders of cross-College initiatives and individual Heads of Department;

- identifying the various tasks associated with Staff Development and the personnel responsible for carrying them out, for example, administrative tasks, teaching tasks, counselling tasks and management tasks;

- the range of activities which could be considered to be legitimate Staff Development, e.g. time off for self-guided study, research degrees, or staff development opportunities overseas;

2.2.3 A wider range of *Professional Skills* was needed to manage Staff Development than one person was likely to have. They included:

- interviewing and counselling skills to advise staff on appropriate Staff Development opportunities;
- financial management skills to handle funding and budgetary arrangements;
- trainer skills to deliver staff development;
- management skills to integrate Staff Development with other areas of management responsibility, e.g. forward planning, business development, and resource allocation.

These skills needed to be supplied either by developing a team approach or by multi-skilling the Staff Development Manager.

2.2.4 *Identification of Training Needs* was considered to be an area of major deficiency. At present, there was a lack of:

- a workable ITN procedure for colleges;
- up-to-date information on external sources of training;
- advance information about new initiatives which would require staff to learn new skills.

These operational needs were taken into account in considering the staff development needs of the two Colleges involved in the Case Study work.

CASE STUDY A: STAFF DEVELOPMENT TO IMPLEMENT CHANGE

3.1 Background

3.1.1 College A has 450 full-time and 2,650 part-time students, and is located in a rural area within a 30 mile radius of several industrial and commercial centres, each of which have their own, larger colleges located within them.

Concern about demographic trends, an acknowledgement of the changing nature of the local community and the trend towards colleges generating more of their own income caused the College to seek ways of developing the cost-effective services it provided to business. At the same time, however, its Senior Management Team recognised two important constraints. They wished to minimise the financial risk involved in developing their commercial work; and they did not wish to skew the identity of the College too far towards commercialism. Maintaining a balanced offer to the total community was of the greatest importance.

The College Marketing Manager was aware of a slow growth in inward investment in and around the small market-town where the College is located and was also aware of other opportunities for contributing to commercial development in the vicinity. Prior to working on the Staff Development process, therefore, considerable discussion had taken place with the College Marketing Manager, about the ways and means of developing its commercial work. This eventually resulted in a successful bid to the Training Agency for funding to develop a College Sales Force, and it was the implementation of that Project that the Staff Development process aimed to facilitate.

3.1.2 An unusual feature of the College's Sales Force Project was the emphasis it placed on the potential role of part-time and administrative staff. In preliminary discussions, it was noted that part-time staff were, in effect, the only teaching staff employed against their performance and for whom poor performance would almost certainly mean loss of employment. They tended to be highly motivated, therefore, and, indeed, were amongst the best teaching staff in the College. At the same time, however, they were also the most vulnerable to shrinkage, since they were the first to go when student numbers contracted, and they had virtually no means of ameliorating this situation themselves.

Administrative staff were recognised as having come from a wide variety of backgrounds and as having a wide variety of skills. Many of them had come from business administration backgrounds and were used to working in a commercial environment, with commercial patterns of work, values, and priorities. It was considered to be important, therefore, to ensure that any development strategy took full account of this potential expertise and motivation.

3.2 Planning

The first step was to consider the conditions under which the project would succeed. Discussions with the College's Principal, Marketing Manager and Staff Development Manager established that these were:

3.2.1 a concurrent approach to senior management and to line staff, in a way which would be non-threatening;

3.2.2 a high level of communication about the project, following a standard communication model for effective innovation;

3.2.3 an emphasis on strong motivation; quick implementation; team building; and a careful avoidance of a situation which could produce the damaging sequence of workload increase/ de-skilling and loss of confidence/ confusion about direction/ backlash against the project;

3.2.4 specific staff development for staff who would eventually be directly concerned with implementing the Project. This included consultancy for the Marketing Manager to provide support in areas of work which were new to her; an opportunity for the Senior Management Team to consider how best to manage the impact of the Sales Force on the work of their Departments; and specific training for the Sales Force itself.

Instead of creating a pre-formed course, outlines and potential paths of movement were discussed and it was agreed that provision would be tuned to the contexts operating at any one time.

3.3 Organisation & Delivery

Management Consultant Sara Chadd, from Educational Executive, was employed to provide support to the Project. The process decided on was:

3.3.1 At the next Senior Management Team meeting, the nature and objectives of the Sales Force Project were discussed and some of its implications were teased out. A proposed process of implementation was presented and approved by the Senior Management Team.

3.3.2 All full-time and part-time staff were informed about the project by a circular which invited them to attend an evening presentation about it.

3.3.3 All College staff, including part-time and administrative staff, had been invited to an evening presentation on the same day, to learn about the purpose of the Sales Force project and the process which the College hoped to follow in its implementation. All staff were invited to contact the Marketing Manager prior to the presentations, if they had any queries about the project. At the end of the presentation, staff who were interested in having a high degree of involvement with the project were invited to take the discussion further on an individual basis, and all of the staff were invited to stay on for a buffet and general discussion about the project.

3.3.4 Subsequently, a short list of five line staff interested in direct involvement was drawn up and they were identified as the team which would receive direct training, through short courses, consultancy and workshops. The post of Sales Manager to the project was advertised and appointed from within that group.

It was agreed that a cascade process of sales training should be followed, that is, that the Sales Manager should be trained first and that other members of the Sales Team would then be recruited and trained. This followed a standard commercial model for Sales Training and in this case, in particular, it ensured that the Sales Manager had the necessary self-confidence and perceived authority to occupy the leading role in the team. It also allowed the Sales Team to be built up cumulatively, thus minimising financial risk and optimising skills and human resource.

During this preliminary period, the Marketing Manager worked with the Sales Manager and Sales Force to identify a range of training services which would be appropriate to the needs of the business community, and which would reflect the College's strengths and resources. It was then possible to build up a Sales Team which already had a level of expertise appropriate to the product range and to extend their skills with further training, in selling and in product knowledge.

Accordingly, a process of Training Needs Analysis was followed to identify the skills which the Sales Force already had, both individually and collectively, and then to identify the areas where they would need training in order to operate effectively. This process required a sharing of skills which both reinforced the team-building process and extended the cost-effectiveness of training provision through a cascade model.

Particular emphasis was laid on the need to develop good internal relations with colleagues elsewhere in the College so that they did not perceive the Sales Team as either a threat to their own work or as something morally and educationally reprehensible.

3.3.5 Concurrently with this training process, consultancy support was provided to assist the Marketing Manager with the Business Planning process, which had to incorporate the forward planning and financial predictions for the Sales Team into the sale of services to business which the College was already undertaking. This necessarily raised issues of resourcing and prioritising, which were fed into the Sales Force's training programme, through daily meetings between the Sales Manager and the Marketing Manager, and which informed the development of a consultancy seminar for the Senior Management Team.

3.3.6 The seminar considered the wider management issues involved in introducing a Sales Force into the College. It was arranged as a two-day, residential event, on the theme of finding ways of achieving the balance between preserving the traditional excellences of the College's work and responding fully and creatively to the new demands for enterprise and work with industry. It was organised as a 'think-tank' with consultancy support, and not as a 'sit and learn' session, in order to make maximum use of the Senior Management Team's present skills and experience. The programme combined case studies of good practice in managing change in further education with insights into procedures and practices used by industry and commerce for managing, monitoring and evaluating new products and new plant.

3.3.7 Provision was also made for informing College A's external community about the project, through a Launch Day, and for continuing communication with college staff not directly involved in the project through a further presentation when the project was coming to fruition, some six months later.

3.4 Implications for the Management of Staff Development

3.4.1 The major features of this Case Study were:

- a high degree of planning for the staff development programmes used;
- a high degree of participation by all College staff in the planning process;
- the use of staff development across the College system, from senior management, through middle management, to line staff;
- the inclusion of non-academic and part-time staff in the potential target audience for staff development;
- an individually negotiated training needs identification process, which thus recognised the current expertise of staff;
- the use of team staff development to identify their team- based training needs against their operational needs and the swift negotiation of appropriate training with senior managers. This has some factors in common with a Quality Circles approach;
- the use of a cascade method of sharing skills among team members, which both established their different roles as having expertise and having awareness, and also maximised the financial investment in staff development;
- the use of external consultants for specialised training and as facilitators of the Staff Development approach;
- the integration of Staff Development with corporate objectives as a total development policy.
- the high level of communication with all College staff at all stages of the process.

3.5.2 A return visit to the college eighteen months after the start of this Case Study established that:

- the Sales Force Project had achieved its aims very successfully. The College had gained a considerable amount of new business and had increased its profile within the community at large as well as with the business community in particular. A target of £50,000 profit had been set for the following year and it was expected that this would be reached;
- the Staff Development process which had been used was regarded as having made a major contribution to the success of this innovation. There was still a need for on-going internal publicity about the work of the Sales Force, to maintain the informal staff development process provided by good communication about new developments, but the implementation stages had received very good support. In particular, the Senior Management Team had quickly developed procedures to accommodate the new area of work. There was a strong general awareness, too, of the need to understand the Project and its results in terms of the delivery of a balanced total College Curriculum;
- further developments had taken place on similar principles. The Sales Force Team had jointly developed a computerised package to carry out costing for services to business, which they intended to sell to other colleges and a full Business Plan had been written jointly. These developments were discussed at Senior Management Team meetings as part of their process of implementation. The possibility of setting up a limited company for the sale of services to business was under investigation and it was expected that the process of introducing and implementing that would follow a very similar pattern to the Staff Development process used for implementing the Sales Force Project.

CASE STUDY B: MANAGEMENT & ADMINISTRATION OF STAFF DEVELOPMENT

4.1 College Management Structure

4.1.1 College B is a Tertiary College with 990 full-time students, serving a local commercial and industrial community and its surrounding rural district of approximately 60,000.

4.1.2 It is organised on a matrix structure which provides three Assistant Principals, one of whom is in charge of Staffing, to whom fourteen middle-managers, designated as Heads of Subject Team, report. Ten middle managers are designated as Course directors, reporting to other Assistant Principals.

4.1.3 Assistant Principal (Staffing) is responsible for all of the personnel functions across the College, including academic and non-academic staff. This includes:

Staffing Budget and Planning
Recruitment and Selection
Staff Training and Staff Development
Promotions and Redundancies
Industrial Relations

This is an unusual remit since it includes responsibility for non-academic staff as well as academic staff and responsibility for a full range of personnel functions rather than simply the training function.

The potential benefits which it offers include:

- financial efficiency – economies of scale can be achieved on the management and the provision of staff development;

- management efficiency – new developments can be introduced against planned staff development for all staff involved in them, rather than just academic staff.

4.1.4 Heads of Subject Teams and Course Directors work back-to-back with each other. Heads of Subject Teams have responsibility for the resources (staff, materials, and accommodation) used to deliver the programme. Ten Course Directors direct the programmes (GCSE, BTEC, RSA, C & G, for example) into which the subject teams make their input. Each Course Director is a member of a Subject Team and since these appointments are made at Lecturer/SL level, both Course Directors and Heads of Subject Teams have teaching commitments as well as their management responsibility.

The emphasis of the Course Directors' responsibility is at the marketing end of the operation – identifying and specifying the services that are to be provided – and the emphasis of the Heads of Subject Teams' responsibility is at the quality assurance, delivery end of the process. In practice, the two have to work very closely together to deliver their programme.

A considerable degree of authority is delegated in this structure. Heads of Subject Teams and Course Directors are responsible for long and short term planning for their areas, and for all aspects of their delivery, including rooming, materials, equipment course recruitment and monitoring and evaluation.

4.2 Planned Development

It was planned to devolve identification of training needs to the level of Head of Subject Team. This would enable Heads of Subject Teams both to write forward plans for their Team's programme and to identify the Staff Development needed to deliver that plan.

Preliminary research into this process was carried out in order to:

- identify Senior Management perceptions of the role of Staff development in the College;

- identify Middle Management perceptions of the role of Staff development in the College;

- to identify processes that could be used by Heads of Subject Teams to analyse the Staff Development needs of their Teams.

4.3 Preliminary Findings

4.3.1 *Senior Management Perceptions of Staff Development*

The Principal of College B saw Staff Development as a key part of his overall strategy for placing the client at the centre of the College's business. He had built his Senior Management Team and the overall College structure around the notion that the College was there to serve the students' needs and that those needs could be defined in organisational terms as a set of management functions. He saw each function as

interlocking with the other, and progress on any front as requiring action from all quarters. In order to achieve this responsiveness quickly, it had been necessary to delegate authority to small teams who were in direct touch with the clients, and to co-ordinate their work through the Assistant Principals. This worked against individual empire building at the expense of overall college efficiency and also allowed effective monitoring of financial management.

These views were endorsed by the Senior Management Team. They agreed with the view of the Assistant Principal Staff that Staff Development policy was about providing the competencies needed to deliver the College's programme and that it embraced any activity which facilitated the person-side of the system. The Assistant Principal Staff saw communication as a key feature for enabling Staff Development and used a Staff Information Bulletin which was produced every week and circulated to all staff to keep them updated on College business - its content ranges from information on new rates for mileage claims, to a beginners guide to FEMIS, and details about new staff shortly joining the college. Staff Development itself was also used as a means of corporate communication, discussion and action.
One example of this was a training event which had been arranged for all staff, who had become concerned that the administration associated with pastoral care of the students appearing to dominate its process. A consultant had been employed to lead a large group event at which staff were helped to analyse the problem and find practical solutions; in the plenary session, Senior Management had committed themselves to implementing the decisions of the group. As a consequence, the administrative processes had been simplified and staff motivation had been increased considerably.

4.3.2 *Middle Management Views of Staff Development*

Staff Development had been used for a variety of purposes, for example:

- as part of a total development package. In the Hairdressing Subject Team, for example, Staff Development had been used as part of a College investment package to refurbish training salons and to update staff in professional skills, new assessment requirements in competence based assessment and associated curricular areas such as information technology;

- as a way of enabling different educational cultures to find ways of co-operating and working together. Developments in TVEI aimed to integrate local school staff teaching on the 14-16 curriculum with College staff teaching on the 16-18 curriculum so that they would produce a coherent programme and delivery mechanism rather than a broken-backed one.

- as a way of coping with acute staffing problems. In Construction, there had been considerable problems in finding lecturers, since the building trade fluctuated wildly, and part-time staff thus became available when there were lulls (and less call for trainees) and were scarce when the industry was in boom (and when the demand for trainees increased). It was not possible to maintain full-time staff because of this fluctuation in demand. Multi-skilling of full-time staff was one option that had been implemented and training retired professionals as occasional part-time staff was another.

The most significant feature of interviews with middle managers and with line staff was their acceptance of Staff Development as a resource which was easily accessible.

4.3.3 *Processes for Analysing Staff Development Needs*

Both Senior and Middle Management agreed on the importance of the relationship between Staff Development and the efficient delivery of the College's programme. It was recognised that more refined processes for analysing Staff Development needs could increase this efficiency and this was a current policy priority of Assistant Principal Staff.

In order to gain a broader perspective, some possible processes were discussed at two LEA-wide seminars with the Senior Managers for Staff Development from College B and its sister Colleges in the Authority. The first seminar proposed ways of carrying out Identification of Training Needs in a further education context and the second dealt with issues relating to the evaluation of Staff Development. College B then considered ways in which it would incorporate these processes into its management of Staff Development.

4.4 **Implications for the Management of Staff Development**

The major features of this Case Study were:

- devolution of responsibility for identifying Staff Development needs, prioritising them and identifying provision;

- devolution of budgetary control for Staff Development after overall prioritisation of resource to meet corporate plan objectives;

- development of a management style to complement the new management functions at senior and middle management levels.

A return visit to the College eighteen months after the start of this Case Study established that:

4.4.1 A Staffing Audit, in addition to the already existing annual Training Plan, had been implemented had been carried out by Heads of Subject Teams under the direction of the Assistant Principal. This had collated three kinds of information:

- administrative information about, for example, age, grade and salary of members of staff;

- information about each member of staff's present job and the way that it might develop in the future, relating that to the Marketing Plan for the College;

- an analysis of the skills members of staff had at present and the skills they might need in the future.

It had then been possible for Subject Teams to identify training needs in terms of:

- individual skills development;
- team-based development;
- cross-college development.

4.4.2 Following on this exercise, approximately 75% of the College's Staff Development budget had been devolved to Head of Subject Team level, for them to spend to meet the needs which they had identified. The remaining 25% was retained at the centre to fund cross-College initiatives.

4.4.3 Monitoring of Staff Development was then carried out in terms of the information required by the local authority through the LEATGS forms. Evaluation was based on the principle that Staff Development should be intended to make a definite improvement in the quality of learning. The way in which that improvement would be identified should be negotiated prior to the Staff Development taking place. Subsequently, therefore, there would be a performance indicator available to show the effectiveness of the Staff Development.

4.4.4 These changes in functional requirements had been accompanied by a change in the management culture. The locus of responsibility for Staff Development was now clearly defined and a clear line of communication had been established. The Team Leader level had been identified as the accountable level. In practice, this meant that the Head of Subject Team was accountable for the Subject Team's Staff Development; that the Assistant Principal, as Team Leader for all sixteen Heads of Subject Teams was accountable for their actions; and that the Principal, as leader of the Senior Management Team was accountable for the Assistant Principal's actions.

Communication took place through a formal as well as an informal operational network. The Academic Board Staffing Committee, with its Continuing Professional Development Committee which dealt formally with all staffing and training issues, was complemented by regular meetings every six weeks between the Assistant Principal Staff and his team. Each team, perhaps reflecting its particular discipline's culture, had differing ways of identifying and implementing Staff Development but each team has moved significantly to an approach which the College describes as 'a Continuing Professional Development culture'.

4.4.5 A particular feature of this change had been the development of strong partnerships in management. Since Subject Teams now had financial control and responsibility for Staff Development, they were able to understand it as a total resource for the whole Team. This had encouraged them to relate the needs of their whole programme to their needs for Staff Development, rather than to think of Staff Development from a largely individual point of view. This had, in turn, provided considerable incentive to seek ways of maximising the funding available for Staff Development.

A further benefit had been in improved staff motivation. In part, this arose from the confirmation of their professionalism and increased sense of autonomy which financial devolution had provided. As well, though, it stemmed from the removal of a 'blame

culture', in which, if results were inadequate, there was little which could be done except to blame an individual member of staff. The development of identifiable objectives for Staff Development and of Team responsibility for its implementation, had allowed a short-fall in performance to be viewed as an objective problem in which the whole Team could contribute to finding a solution. This reinforced the development of a 'partnership culture'.

There had also been a considerable improvement in efficiency. Time was no longer being spent seeking and giving approval for activities which would, in any event, have gained automatic approval. Instead, Heads of Subject Teams were able to negotiate a staffing plan with the Assistant Principal for discussion and approval and then to implement it autonomously. This had resulted in a considerable saving in time and resource.

A MODEL FOR MANAGING STAFF DEVELOPMENT

5.1 The essential message of the Practitioner Seminar was that there was a lack of coherent, useful processes for managing Staff Development effectively. These deficiencies, combined with the experiences of the Case Study Colleges, suggested a need for guidance by providing a 'tool-kit' of basic procedures which could then be adapted to a College's own context.

The model for managing Staff Development which this Report offers is based on the process of producing a **College Human Resource Plan**. This involves five stages:

- Agreeing Definitions for Staff Development;
- Reviewing Present Systems for Staff Development;
- Identifying Staff Development Needs at Macro Level and Producing a Staffing Forecast;
- Identifying Staff Development Needs at Micro Level and Producing a Staff Development Plan;
- Monitoring and Evaluating the Effectiveness of Staff Development.

College corporate managers will, of course, wish to develop their Human Resource policies as part of their broader College management contexts. To this end, section 6 gives brief consideration to three major issues currently facing further education – Business Planning; Quality; and Entitlement – to enable their Human Resource implications to be incorporated into the wider College management processes.

5.2 Agreeing Definitions for Staff Development

5.2.1 It was generally recognised that the need for Staff Development was most likely to be associated with response to change in the College's or the lecturer's working environment. Some examples of general changes in curriculum, management and administration were identified as:

- Rapid development in the market-place, as service industries have replaced manufacturing, and in the way the market-place buys training, e.g. more flexible delivery systems, shorter, modular programmes;
- Change in the client base, as a result of demographic trends and social forces such as Equal Opportunities policies;
- Increased competition with e.g. Schools and the private sector, and new performance indicators for efficiency and effectiveness;
- Changes in technology, in the curriculum, in clients' use of technology and in management information systems;
- The implications of delegated budgets, strategic planning and legal responsibilities, as a result of the Education Reform Act.

5.2.2 One of the aims of well-managed Staff Development is to help personnel at all levels meet the demands of change and thus to have a positive attitude towards it. This means planning ahead and training staff in advance of the change, rather than after they have attempted to cope with it unaided and have, perhaps, become depressed with their performance and thus have become demotivated and de-skilled.

Further Education does not have a good record in this respect. The only curriculum initiative which practitioners could identify as carrying front-end training was CPVE. Major innovations such as YTS and PICKUP had been introduced either with no Staff Development or only retrospective Staff Development.

5.2.3 Further Education's perceptions of Staff Development were not dissimilar from those of industry. College staff who sell services to business recognise that organisations rarely describe themselves as having training needs and often find it difficult to identify their needs for training and consultancy. Rather, they identify operational problems or requirements, which may be met, in whole or in part, by training staff at a variety of levels. Once again, these operational needs are likely to be related to change – new processes, new products, new markets, expansion or contraction, for example.

Further Education managers are only just beginning to use this approach for their own institutions. They need to develop a greater awareness of the importance of the relationship between training and the operational needs of their colleges. This can only come about by the use of more sophisticated means

of analysing and identifying training needs than are currently in general practice.

5.2.4 Since personal development and the desire to produce 'well-rounded' teachers is an important part of the Further Education culture, any definition of Staff Development which ignored the development of the individual would be inadequate. College personnel are most likely to take up staff development opportunities if they perceive them as contributing towards their career aims or their general professional welfare. Again, this is likely to be perceived not simply as a training requirement but in terms of personal or professional needs, such as:

- the need to feel valued by colleagues and clients;
- the need to feel competent in their own roles;
- the need to meet challenge successfully;
- the need to keep abreast of change in their subject bases, in curriculum delivery and in technology;
- the need to meet career aspirations.

5.2.5 A workable definition of Staff Development, therefore, would include all of these considerations. One example of such a definition is:

Staff Development is a strategy for fulfilling the personal needs of lecturers within the overall needs of their College.

Whatever definition is decided on, it is important that it is discussed and agreed across the College, so that as many staff as possible are involved in deciding it. This is an important part of raising the profile of Staff Development in the college and of indicating its dual concern with corporate and individual aspirations.

5.3 Reviewing Present Systems for Staff Development

In general, colleges lack formal procedures for reviewing their systems for managing Staff Development and assessing their efficiency. A simple first step which managers could take would be to ask the following questions about the means which they use at present to plan and implement Staff Development.

5.3.1 *Forward Plans*

Planning for Staff Development needs to be related to change in the College's or in the lecturer's working environment. What **forward plans** do you have access to that would alert you to such change?

- Regional labour market intelligence?
- LEA forward plans?
- College marketing plan?
- College Work Related FE plan?
- Departmental development plans?
- Individuals' career plans?
- Any other forward plans or business plans?

5.3.2 *Expertise Availability*

What records of current **expertise availability** do you have:

- at LEA level?
- at institutional level?
- at departmental level?
- at section level?
- at individual level?

5.3.3 *Strategy for Staff Development*

Does your College have a clearly stated **strategy** for staff development, including:

- a strategy for supplying skills shortages in the short term and in the long term?
- means of prioritising competing demands?
- means of selecting staff for staff development?

If there is a strategy:

- how do you inform staff of it and its implications for them?
- when is it reviewed?

5.3.4 *Planning and Evaluation*

How does your Staff Development **planning cycle** operate:

- when does it begin and what are its key dates?
- what kind of planning documents do you use?
- who is involved in the process?
- how do you match training opportunities to training needs?
- how do you monitor progress?

What means do you have of **evaluating** the effectiveness of staff development:

- as short term 'value for money'?
- in fulfilling long-term institutional needs?

- in fulfilling personal needs of staff?

5.3.5 *Management Information Systems*

All of these actions will generate information, which must be recorded, analysed and presented so that it can be used to inform management decision-making.

What **information systems** do you have for:

- recording staff skills and reporting on them?
- recording staff training undertaken and reporting on it?
- documenting the processes of information collection, policy formation, implementation and evaluation?
- communicating staff development information to staff?

5.3.6 Where managers feel dissatisfied with their answers to these questions, they should ask themselves:

- WHO is responsible for the remedial action required;
- what RESOURCES are to be committed to it;
- HOW LONG the remedy will take.

Where managers are satisfied with their answers to these questions, they should identify the means they have to ensure that that level of effectiveness is maintained, for example:

- how frequently will information be updated;
- by whom;
- using what processes.

5.4 Identifying Staff Development Needs at a Macro Level and Producing a Staffing Forecast

Staff development needs at macro level are concerned with management processes and their relationship to strategic planning. At macro level, staff development focuses on the skills of the college's personnel and their adequacy for carrying out the college's strategic plan. A set of simple survey documents are used to determine this.

5.4.1 *Age-Organisation Chart*

A useful starting point is an Age-Organisation Chart, which shows the position of staff within the organisation and their ages. An extract from such a Chart is shown in Figure 1.

An age-organisation chart can be used to consider the likely movement of personnel within the organisation. This is especially important in terms of succession planning, particularly where succession is related to retirement.

It can also be used to identify likely movement across the organisation where this might be a useful way of planning succession. For example, it can highlight the possibility of a middle-management move from one department to another, perhaps with the addition of appropriate training to gain an awareness of some new areas of skills or subject bases.

An age-organisation chart is especially useful when used in conjunction with a Personnel Inventory.

5.4.2 *Personnel Inventory*

A Personnel Inventory gives a brief digest of key data about personnel. Some of this is data about age, position, length of service, experience and education and some of it is concerned with strengths and weaknesses identified through appraisal procedures.

An extract from a Personnel Inventory is shown in Figure 2.

The Personnel Inventory is meant to be a digest of information and informed judgment which has been derived from other internal sources, notably the personnel files and the College's appraisal procedures. It is not part of this report's purpose to suggest how that information should be gained or stored, but those consulted agreed that this information should be:

- negotiated and agreed with the personnel to whom it relates;
- open to scrutiny by and discussion with the personnel to whom it relates;
- updated at least annually.

A more detailed description of the competencies held by staff, and the functions required by the institution, may be contained in a Competencies Matrix.

5.4.3 *A Competencies Matrix*

A Competencies Matrix sets staff against the competencies required by the College and shows what

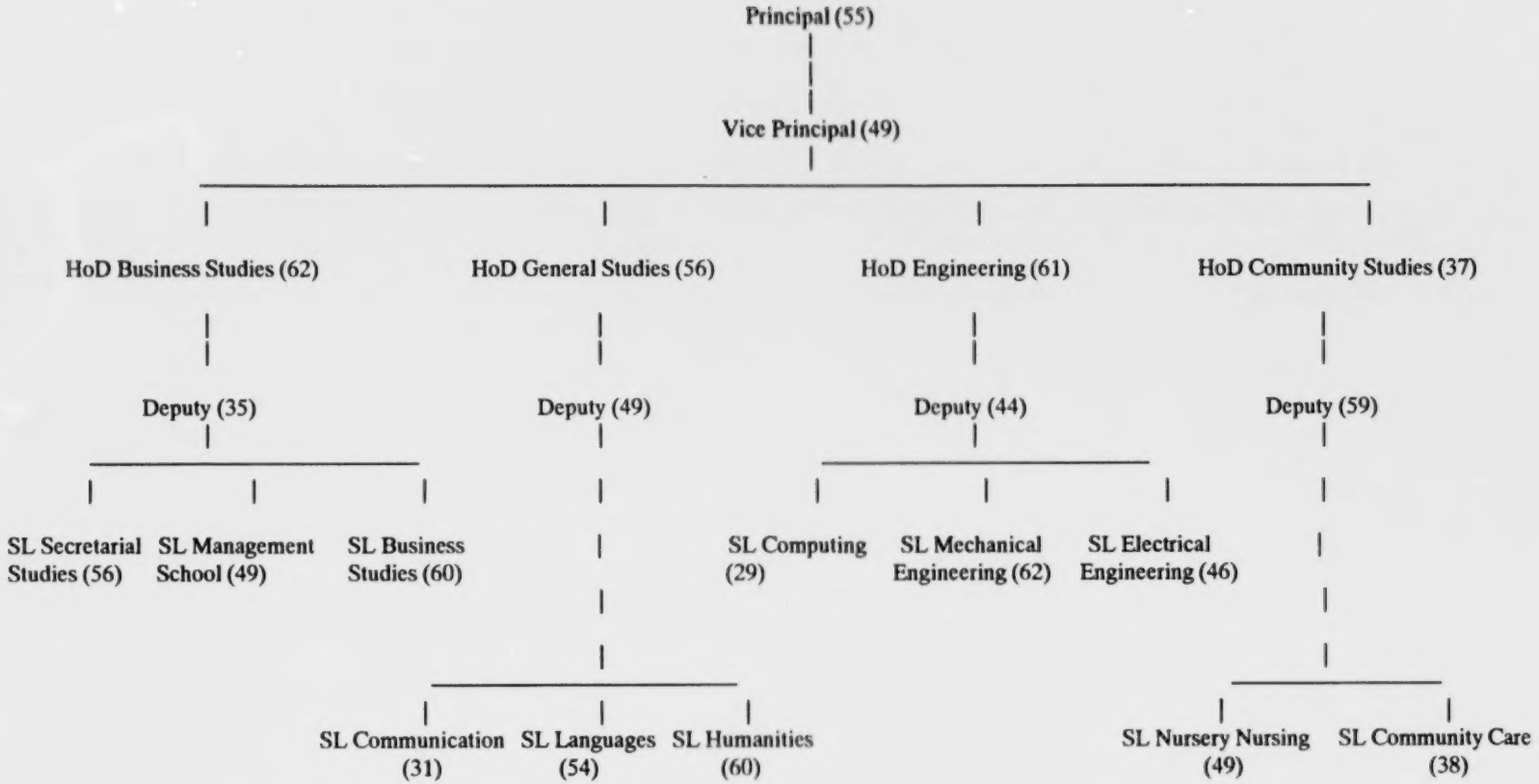

Figure 1: Extract from an Age-Organization Chart

Name & Age	Position & Length of Service	Experience and Education	Last Appraisal & Training Needs
A Yeats 56	HoD General Studies 8 yrs	MA (Cantab) (Modern Languages). Insurance firm 4 yrs; LII 5 yrs, SL 6 yrs.	Very good record of developing rate-borne courses to high standards. Paternalistic approach to managing staff. Interested Access implications of 1992. Study visits to Berlin & Paris agreed.
J Adams 62	HoD Business Studies 23 yrs	BA(Econ) (Hons) 2.i; Banking 8 yrs; Lecturer 3 yrs; LII 3 yrs, SL 4 yrs; No Cert Ed.	Efficient organiser with a traditional approach. No knowledge of computerised systems or foreign languages. Introductory IT & French training agreed.
B Taylor 61	HoD Engineering 18 years	HND (Mech Eng), Cert Ed. Time-served apprentice industrial experience in design (aircraft/ car industry) 14 years. LII 3 yrs, SL 4 yrs, PL 6 yrs.	Has developed a very strong industrial clientele for Mech Eng & Elec Eng. Prefers to be selling to industry rather than administering Dept. Survival French & German. Strong personality, used to getting own way. Course on selling in Europe agreed.
K Higgins 35	Deputy HoD Business Studies 1 yr	BA (Hons) First class, MIM. Marks & Spencer 5 yrs Marketing and Sales manager in business machines and software companies 8 yrs.	Good at interpersonal relations; lots of ideas for new developments; good team builder. Part-time Cert Ed.
J Clarke 49	SL Management School 4 years	BSc (Hons) 2.i (Mech Eng), MBIM. Design Engineer/ Production Manager in light engineering, 24 yrs. Move to education for health reasons.	Good manager with well-run section. Developed a Local Collaborative Project on management in engineering; keen on 1992 potential. Some German. Update German course & course on selling in Europe agreed.
M Tromans 56	SL Secretarial Studies 7 yrs	RSA Teachers' Diploma (Shorthand & Typing), Cert Ed. Secretary/ MD's PA 9 yrs; raising family 8 yrs; PT Lecturer 4 yrs; LI/LII with college 12 yrs.	Good practical knowledge of subject areas, developed word processing courses successfully. Finds it difficult to delegate. Glad not be involved in Tutorial roles. Training agreed in Managing People.
T Long 60	SL Business Studies 23 yrs	HND, Cert Ed. Clerical/ Accountancy work in retailing companies 14 yrs; LI 3 yrs; L2 with college 4 years.	Keeps Section ticking over but not interested in new work. No recent experience of industry or commerce. Marketing Course and training in Managing Change agreed.

Figure 2: Extract from A Personnel Inventory Abstract

Management Development Competencies	Member of Staff						
	SL Sec Studs	SL Man School	SL Bus Studs	SL Computing	SL Mech Eng	SL Elec Eng	SL Languages
Generic Functions:							
Meeting Customer Needs							
Managing People							
Managing Financial Services							
Managing Information							
Personal Effectiveness							
Planning & Organising							
Managing Others							
Managing Oneself							
Using Intellect							
Management Context:							
Management Task							
Environment of the Manager							

Figure 3: Extract From A Competencies Matrix

1 List of Management Competencies from MCI Guidelines: Certificate Level (National Forum for Management Education and Development, 1989) pp 5-6

Subject Area	Member of Staff					
Specialist Expertise: * Short Term Cover: /	Viv Troman	Lynn Allely	Terry Fallis	Chris Waugh	Noel Barrett	Robin Round
NEBSS Certificate/ Diploma		*				/
A Communication/ Priv Secs Dip		/				*
A English Literature			*	*	*	/
A English Language						*
BTEC National/ Priv Secs Cert		*				/
RSA III Communication		*				/
GCSE English Lang/ English Lit	*	/	*	*	*	/
GCSE Communication	/	/				*
GCSE Film Studies						*
BTEC First/ ET/ YT/ CPVE/ TVEI	*	/	*	*	*	/

Figure 4: Extract From A Succession & Short Term Cover Chart

coverage of those competencies exists. An extract from such a matrix is shown in Figure 3.

A Competencies Matrix is useful in showing up areas where competencies are limited to a small group of staff, and thus identifying a potential need to develop other staff to work in that area. It can also show where there is a surplus of skills and indicate the need for some of those staff to be encouraged to develop skills in areas where a shortage exists or is expected to exist in the future. This information is especially useful, therefore, when considering the provision of Short Term Cover and when carrying out Succession Planning.

5.4.4 *Succession and Short Term Cover Chart*

A Succession and Short Term Cover Chart lists staff and shows their areas of expertise and who can provide short-term cover in their absence. This information can also then be used to make plans for covering their post when they leave the organisation. In many cases, succession may mean recruitment from outside, but possibilities of internal promotion or interim management from within the organisation, perhaps with associated staff development, can also be identified in this process.

An extract from a Succession and Short Term Cover Chart is shown in Figure 4.

5.4.5 *Producing A Staffing Forecast*

These procedures can be used to produce a Staffing Forecast. This gives an overview of current human resource and future requirements in terms of the organisation's major aims and needs. It begins by reporting on the staffing situation in terms such as numbers employed, average age of staff, average length of service, number of employees coming up to retirement in the next five years, shortages in expertise, need for redeployment, and any other significant factors.

This information is then related to the organisation's overall aims and objectives in order to identify any existing or potential operational problems. Quite simply, the question that is asked is, do we have the staff and the skills required to meet the college's objectives in, say, the next three to five years?

The remainder of the Staffing Forecast describes the ways in which it is proposed to tackle any shortfall in skills which may have been identified. This does not necessarily concern itself with individuals at this stage – it may focus at first on the needs for certain roles to be occupied.

Having established that, though, it will then be necessary to relate those roles to the staff who occupy them or who may be deployed to them in the future. This will give an overview of the competencies of individuals and will paint a broad brush-stroke picture of the college's possible needs for staff development. At this stage the work of the Staffing Forecast is complete and it is time to examine the staff development needs of specific individuals – to move on to a Micro level of Staff Development.

5.5 Identifying Staff Development Needs at Micro Level and Producing a Staff Development Plan

This level is concerned with the needs of individual members of staff. Essentially, there are four aspects for managers to consider:

- staff development to maintain present levels of efficiency;
- staff development for innovation;
- restorative staff development;
- staff development for retirement or redundancy.

5.5.1 *Staff Development to Maintain Efficiency*

This strategy simply enables staff to keep performing to their present levels of efficiency. It is that response to the steady evolution of the curriculum which is sometimes referred to as Continuous Professional Development – an on-going process of updating in subject base and curriculum delivery skills. Resourcing is often provided, in part, by staff themselves, by a contribution of time or sometimes by personal subscription to specialist journals in their field, as part of their own desire to meet their personal and professional needs.

5.5.2 *Staff Development for Innovation*

Where it is clear that considerable change will take place in the near future, an effective model of staff development prepares staff in advance. Innovation may affect the whole college or it may be related to a change in the role of the individual. In either case,

however, it is highly unlikely that there will be no advance knowledge that considerable change is about to take place, and a high priority must be given to implementing this change.

The alternative is to oblige staff to enter situations for which they are unprepared. The most likely consequences of this for the institution are an inefficient performance, an unacceptably high stress level for all personnel (including managers) who are involved in the change and thus an increased resistance to change in the future. At an individual level, the consequences are likely to be a severe sense of their own inadequate professional preparation for that area, and thus a sense of being de-skilled and of performing badly. This in its turn is likely to have the effect of demoralising and demotivating staff, of alienating them from the managers who have placed them in this unacceptable situation, and of causing considerable personal distress. A very high priority must be given to planning staff development for innovation, therefore, if change is to be managed efficiently and humanely.

5.5.3 *Restorative Staff Development*

Action which takes place when something has gone wrong, and the problem lies in staff performance, may be described as restorative staff development. The intention is to restore the previous, competent level of operations by identifying the cause of the problem. This may lie in areas such as a past history of an inadequate maintenance level of staff development, or inadequate preparation to manage change. It may, however, be related to other issues which are not concerned with staff development - an inadequate resource base, for example, or unrealistic objectives having been set.

The approach to restorative staff development is extremely important: it is a process of identifying problems, not of allocating blame. It aims to seek a joint solution between the member of staff and the manager involved, and to agree what each is to do to contribute to that solution. Linked to this must be an agreed process of checking whether the necessary level of operations has been restored and of ensuring adequate maintenance of that area in the future.

Failure to implement this area of staff development - which is likely to involve only up to five percent of the College's workforce - will have similar consequences to failure to manage innovation adequately. As soon as an inadequate level of operations is accepted then everyone - the line member of staff, the manager, the rest of the section or department, ultimately the whole college - is on a downward path from which recovery becomes increasingly difficult. Intervention at the earliest opportunity is vital.

5.5.4 *Staff Development for Retirement or Redundancy*

On average, most Colleges experience an annual turnover of between five and ten percent of their staff. Perhaps two to three percent of these are leaving the profession through retirement or redundancy.

At present, further education does not have a tradition of staff development for personnel in this situation, and it is true to say that the practice is a relatively new one to human resource management in general. Once again, there are advantages for both organisations and individuals in this strategy.

For the organisation's manager, retirement planning allows a full debriefing of the individual and an opportunity to take free and open opinion about the efficiency of the system that they are managing. It also demonstrates managers care for and valuing of their staff and so can have important motivational aspects as well. For the individual, it provides a gradual progression from the career-base and thus reduces the stress of leaving and coping with a different, more uncertain world. Once again, there are important benefits to the institution in this, in terms of the increased motivation and efficiency of staff who feel secure and unworried about their future.

5.5.6 *Processes for Staff Development at Micro Level*

The efficient management of staff development at micro level depends on good, accurate information about individuals and their circumstances. It is at this stage that a good understanding of the personal needs and career aspirations of staff becomes crucial to the effective management of staff development.

The task of the manager is to identify these needs and aspirations in partnership with individual members of staff. They will vary considerably from person to person and may include:

- a preference for remaining with a certain kind of work;

- the wish to perform better in their present role;
- an interest in moving into a new area of work;
- the ambition to gain promotion but to remain in a teaching role;
- the intention to seek management or administrative experience with a view to promotion;
- long-term stability in their present role.

Each of these circumstances will have implications for the institution as well as for the individual. Thus, an understanding of the motivation and personal situation of each member of staff ensures a greater degree of security in forward planning since it creates a more predictable staffing scenario. At the same time, it is also an important strategy in improving staff motivation, by indicating that the institution is trying to work for their benefit, as well as them working for the institution's benefit. There is a wide variety of means of collecting information of that kind, some of which are given below.

Interviews

Interviews may be carried out as part of a standard management process, such as regular Appraisal Interviews, or on an as-and-when basis, to discuss specific issues. Discussion of the best ways of implementing an appraisal procedure goes beyond the brief of this Project, but it is important to note the general principal of partnership. Staff Development interviews take place in order to deal with a particular set of circumstances which are important to both the manager and the member of staff involved. The basis of discussion should be collaboration to find the best solution to those circumstances and there should be clear acceptance that this might require action to be taken by both parties, who then are responsible to each other. The situation should most emphatically not be the punitive one of attack and allocation of blame by either or both parties.

Interviews may generally be considered to be of three kinds: structured, semi-structured and unstructured.

- Structured interviews take the interviewee through a series of prearranged questions and inquiries, with relatively little opportunity for exploration of issues outside that structure.

- Semi-structured interviews use a combination of prearranged questions and free discussion to explore wider issues.

- Unstructured interviews use a free discussion format as a means of defining key issues and exploring them. Of the three styles available, this is the one which requires the most experience and skill to ensure that what takes place is really an interview and not a general chat.

Questionnaires

At the simplest level, a basic questionnaire may be circulated to staff asking them to provide information about the staff development needs which they believe they have. Such questionnaires may be open-ended, allowing staff to give a free response, or they may be closed, requiring staff to give fixed responses to direct questions. Other forms of questionnaire available for identifying staff development needs include:

- Scale Questionnaires: a question is posed and a series of changing scale are suggested, e.g.

How long do you spend each day on administration as opposed to teaching, preparation and marking?

under half an hour?
between half an hour and an hour?
more than one hour but less than two hours?
over two hours?

Do you find Departmental meetings:

very boring?
boring?
neither boring nor interesting?
interesting?
very interesting?

Staff are asked to tick the box next to the statement which is closest to their opinion,, attitude or experience.

- Likert Scales: A series of statements are made and staff are asked to indicate whether their level of agreement or disagreement with them, on a scale such as:

Very strongly agree
Strongly agree
Agree
Disagree
Strongly disagree
Very strongly disagree

Questions may cover any area of professional experience or opinion.

- Job Inventory Checklist: a list of tasks which

staff may perform as part of their normal duties is provided and staff are asked to rate them both in terms of how important they consider them to be and how much time they spend on them.

- SDMS: The Staff Development Management System contains a module for Staff Needs Analysis, which provides a rapid processing facility for a college-devised questionnaire. The report summarises data and analyses it in terms of national and local priorities, for the college, sub-college units and for individuals.

Role Set Analysis

Role Set Analysis gains information about the roles which staff occupy in relation to other people who work with them or have expectations of them. The process asks questions such as "What do you think they expect of you?" and "How do you interface with them?" and is useful in identifying situations where staff either don't know, or have the wrong impression, of what is expected of them.

Observation and Task Analysis

In this technique, an experienced work study analyst first of all observes staff at work and then analyses the components of their job, in order to identify areas where they are prevented from operating efficiently. Although it is a very time consuming method, it can be very effective indeed.

Critical Incident Method

This approach focuses on key incidents in the job and attempts to define ways of responding most efficiently to them. It may use a variety of methods to gain information about these incidents, including interviews, questionnaires, and keeping a log of events.

5.5.10 **Producing the Staff Development Plan**

The Staff Development Plan is essentially a description of the staff development that is to be carried out, whatever its nature. It contains information about:

- personnel requiring Staff Development;
- objectives or requirements which the Staff Development is intended to meet;
- prioritisation of competing demands;
- method of Staff Development to be used;
- person responsible for authorising Staff Development;
- means of monitoring and evaluation to be used;
- date Staff Development will take place;
- cost of Staff Development;
- strategies for maximising investment in Staff Development.

Maximising the investment made in Staff Development is especially important, given that funding for it is limited and is regarded by most Colleges as insufficient. Strategies for achieving this may include:

- cascading skills and information to other staff in the College who work in similar areas. This is a useful strategy where one member of staff has, for example, attended an external course relevant to a curriculum initiative which they are leading and where other staff involved in the initiative would benefit from an awareness of what has been learned. It must be acknowledged, of course, that this cascading method may pass on information and skills at a lower level than they were delivered at the original course, and that there is no substitute for good, expert training. With that proviso, however, this is a useful in-house Staff Development strategy;

- buying in similar Staff Development for in-house delivery to a larger number of staff, should this member of staff's experience be favourable. This strategy is commonly used where the learning area is completely new to the College, so that it has no established provider for it. One member of staff (sometimes the Staff Development Manager) will follow a Staff Development programme with a view to evaluating its quality and relevance to the College. If their report is favourable then that package, or trainer, may be bought in for in-house delivery at a more economic price than the normal commercial one. An added advantage of this may be that the Staff Development programme can be tailored more specifically to your own College need;

- negotiating a joint contribution of resources with the member of staff involved. Traditionally, staff have often expected to contribute their own personal free time to Staff Development, when Colleges have contributed expenses such as fees, travel, books and materials. This has been the case especially where Open Learning methods have been used, where staff have been

working on a research degree or project, or where Staff Development has been timetabled for out of College hours. Increasingly, Staff Development providers are recognising the cost-effectiveness of this strategy and are either deliberately timetabling Staff Development events out of College hours or are willing to do so by arrangement. Use of this strategy, however, must take account of the personal circumstances of the staff involved and must be negotiated on an individual basis. Not all staff may be free to work in this way and it is important that they should not be disadvantaged on that account. Some staff may require extra elements – such as creche or child-minder facilities – in their employer's contribution to the package; generally, the cost of these still represents a considerable economy on the costs of staff release and replacement for Staff Development in College hours.

- re-negotiation of timetable to use new competencies. Quite simply, this very basic strategy aims to ensure that once the College has paid for a member of staff to learn new competencies, they are given the opportunity to use them within a reasonable period of time from their acquisition. Anecdotal evidence suggests that this does not always happen;

- re-negotiation of career expectancy. The purpose of this strategy is to alert management and staff to the effect which Staff Development has of improving career expectancy or of altering its direction. From the point of view of cost-effective management, it aims to identify and minimise the risk of losing staff with new skills to other institutions and thus losing the College's investment in their Staff Development. The nature of the definition of Staff Development used in this model means that personal opportunity must play a large part in the motivation of many staff towards seeking Staff Development, and thus a regular level of staff turnover is to be expected. The purpose of this strategy is not to try to alter those two facts of life but to allow management and staff to discuss them and to reach agreement over the likely period of retention, and the circumstances surrounding that, following the acquisition of valuable, and perhaps expensive, new competencies;

- publicising successful Staff Development. The acquisition of new competencies by staff is important to the College's clients and can be used as part of its course publicity. This may be especially valuable in specialist areas, in PICKUP work, in making applications for funding from development agencies or in competitive bidding for courses. In all of these instances, successful Staff Development adds value to the College in the eyes of its clients. There is also a strong case for internal publicity of this kind so that, for example, a servicing department can pass on that added value to other departments in the College (who in turn can pass it on to their clients) as a means of motivating staff by showing the investment the College is making in them, in their careers and success, and as a way of raising the profile of Staff Development at the College.

- showing an increase in effectiveness and efficiency. This may come about, for example, because a member of staff has been re-trained or multi-skilled so that spare capacity in their time table can now be used; or by them being enabled to use new methods of delivering learning which are more effective or efficient; or perhaps simply by reducing their absence rate, where that is caused by stressful circumstances which the Staff Development is designed to ameliorate.

Every manager of Staff Development will be familiar with the problems of prioritising competing demands. Macro and Micro Needs Information processes are likely to have produced a comprehensive picture of Staff Development needs in the College, which the budget cannot cover entirely. The **process** used to prioritise needs will depend very much on the organisational and management structure of each College; three basic **principles**, however, can be used to make these processes more effective:

- publicising the College's and Department's major aims and targets. In Case Study A, all staff were clear about a new College priority and were encouraged to consider its impact on them. The work of College B aimed to create a team-based ethos in which all members of staff were able to discuss and debate Staff Development priorities. Individuals need to understand the overall aims to which they are contributing, so that they can understand how their skills and needs relate to them;

- negotiating Staff Development on a personal level. Each member of staff should be given the

opportunity to discuss their Staff Development programme with their manager and to relate it to their personal needs and to the needs of the College. If funding is not available for them, then possible, lower-cost alternatives to their preferred programmes need to be explored, with the responsibility being on both both sides to seek reasonable alternatives. Such low-cost alternatives may include, for example, attending a course in a similar area which is being taught elsewhere in the College to external students; part-time attachment to industry, commerce or another public-sector organisation; or membership of a professional body and attendance at their meetings. If no viable alternatives can be found, then managers need to agree acceptable reasons with their staff for not providing Staff Development at this stage and should then agree a potential time-table for provision;

- maintaining impartiality and fairness. The most damaging perception that staff can have of Staff Development is that it exists as a 'grace and favour' system, used by managers to reward or punish their staff. Such a perception will remove their and commitment, destroy collaboration and severely inhibit openness and honesty in their dealings with managers. It is in the interests of every manager to ensure that their actions are not perceived in this way. Strategies such as inviting team discussion and agreement of the Staff Development Plan, or seeking the view of an impartial expert (an LEA Adviser or an external consultant, for example) can help to generate a sense of fairness and impartiality.

5.6 Evaluation of the Effectiveness of Staff Development

5.6.1 Comparatively little research has been carried out into ways of evaluating the effectiveness of Staff Development in further education. The procedures which exist are generally concerned with monitoring the quality of a staff development 'event' according to the perceptions of participants, rather than assessing its effect on the institution or the curriculum. So, members of staff may complete response questionnaires of varying degrees of sophistication and the results of these may be collated and circulated. This process may be accompanied by a formal report-back mechanism, in writing or in person, to a line-manager or perhaps to colleagues. As well, a report-back of this kind may take place as part of the formal Staff Appraisal process used by the College.

To meet the needs of the management perspective which this Report offers, however, additional processes are required. If Staff Development is managed through a process of correlating the needs of the institution and the needs of individuals, then the implication is that its short-term success would be best evaluated against those needs.

5.6.2 *Short-Term Evaluation*

This approach supposes a system in which the purposes of the Staff Development exercise are clearly defined and are related to measurable outcomes. These objectives should be the subject of discussion, negotiation and agreement between the staff involved in the Staff Development exercise and their managers, and might be related, for example, to:

- student recruitment;
- student examination success;
- student progression to employment or to higher education;
- staff competence;
- staff job satisfaction;
- staff career progression;
- college efficiency;
- college forward planning;
- college resource utilisation.

The form of measurement used for judging the success of the Staff Development exercise depends entirely on the nature of the outcomes which have been agreed. Numerically-based performance indicators may be used where the expected outcomes are easily quantifiable - in terms of measuring student recruitment, for example. In other circumstances, such as where the objective is improved job satisfaction, the more subjective judgment of personal response may be the most appropriate performance indicator, perhaps using a scale questionnaire to analyse and record response.

5.6.3 The most important principle in this approach to evaluating Staff Development is that of establishing a partnership process. Managers and staff need to carry out joint evaluation of a process which is intended to have benefits for both the individual and the institution. A typical partnership process would:

- begin with discussion, negotiation and agreement between managers and staff of the intended outcomes of the proposed Staff Development exercise and of appropriate performance indicators for judging whether they have taken place;

- continue with further discussion during or after the Staff Development exercise to establish whether the programme followed seemed likely to meet the expectations held of it, or whether there was a need to re-negotiate outcomes and performance indicators;

- end with discussion, negotiation and agreement about ways in which the new learning will be implemented and the point at which it will be possible to establish whether or not the originally negotiated objectives have been reached.

In practice, this process may form part of the general management process of the College, Department or Section. A typical example might be the decision to run a new course for an effective group size of fifteen clients. The partnership process might, at the start, establish a need for the member of staff leading the course to follow a short Staff Development programme in publicity and promotion, in order to develop a high quality recruitment campaign. The performance indicators agreed on might be, first, the member of staff's perception that they could carry out a successful recruitment campaign as a result of their learning and second, the actual recruitment of the student numbers required. After the Staff Development had taken place, the validity of those performance indicators would need to be checked. If the first indicator had been fulfilled then discussion would decide how the recruitment campaign could be best enabled and work would go ahead on that basis. Final evaluation would then take place against the second performance indicator - the recruitment of fifteen students. If, in fact, the recruitment campaign had not been a success, then the evaluation process would, at that stage, attempt to identify reasons for its failure and to develop strategies for dealing with it.

5.6.4 In order to implement this system for short-term evaluation it is likely that both managers and their staff would need to learn new skills: interpersonal skills, such as negotiating, team-work, agreeing objectives and forward planning skills, such as analysing needs, measuring outcomes, and responding flexibly to changed circumstances. But it would also involve developing a greater sense of interdependence based, perhaps, on a deeper recognition of each other's achievements as professionals working towards the same ends. Much work remains to be done in exploring and identifying effective relationships of this sort.

5.6.5 *Long Term Evaluation*

Very little is known about the long term effectiveness of Staff Development in further education. However, it seems clear that it must be related to the long-term health of the institution as a whole. This is a management planning issue which is far too broad in scope to be attempted here. It is fair to say, though, that the implementation of the Education Reform Act encourages colleges to think in terms similar to these and to produce corporate plans for up to a five year forward period. It is equally reasonable to suggest that, whatever the long-term objective of the College may be - to grow, to change direction, to arrest decline, or to maintain stability, for example - its main agent for achieving that will be its human resource. The effective management of staff and effective investment in Staff Development must, in the long-term, be reflected in the results of corporate planning. This makes the creation of effective procedures for managing human resource all the more important in the short term, so that a cumulative record of action may be available for longer term analysis and forward planning.

5.7 Producing the College Human Resource Plan

5.7.1 The total College Human Resource Plan is the sum of the five elements of:

- Agreeing Definitions for Staff Development;

- Reviewing Present Systems for Staff Development;

- Identifying Staff Development Needs at Macro Level and Producing a Staffing Forecast;

- Identifying Staff Development Needs at Micro Level and Producing a Staff Development Plan;

- Monitoring and Evaluating the Effectiveness of Staff Development.

5.7.2 Final responsibility for its production will usually rest with the most senior Staff Development manager in the institution. It is clear, however, that one person could not undertake all of the work involved in producing the document. A major implication of the management model proposed here is a greater devolution of management responsibility to the level which has traditionally been called 'middle-management'. That level is best defined functionally, rather than trying to relate it to a specific pay level or promotion point. At the College involved in Case Study B, for example, considerable operational deci-

sion making took place at Head of Subject Team and Course Director levels, and those levels varied in scale point according to the size of the management responsibility and the complexity of the task involved. The Staffing Forecast and Staff Development Plan would first be developed at this level and would then be aggregated into a corporate Human Resource Plan. Whether that was done through a system of semi-independent cost-centres with a high level of autonomy or whether by a series of levels above the immediately functional one, such as Departmental or Faculty levels, would depend on the management style and organisational structure of each College.

5.7.3 The Human Resource Plan should become a major part of the College's planning cycle and should be updated annually.

IMPLICATIONS OF THE MODEL PROPOSED

6.1 Staff Development as Part of a Business Planning Process

6.1.1 The model of Human Resource Planning proposed by this Report provides considerable detail about the human resource capabilities of the College. Some measure of similar detail and analysis is required in the other planning areas of the College, in order that a credible Business Plan can be written for, for instance, a five year forward period. At present, many colleges and local education authorities are only just beginning to consider such a Business Planning process. It is hoped that the Human Resource Plan model provided by this Report will be of assistance to them.

6.1.2 The production of a Human Resource Plan is necessarily related to other areas involved in planning the College's business. Essentially, a College Business Plan may be considered as comprising five major areas:

Marketing Plan
Human Resource Plan
Material Resource Plan
Management Plan
Finance Plan

6.1.3 The Marketing Plan considers the nature of the College's effective trading areas and relates this to the services which the College offers at present and which it proposes to offer in the future. This is a process of curriculum definition and it provides an essential background against which the total human resource of the College can be understood. Once the services which are to be offered have been defined, it is possible to assess whether the staffing establishment is equipped to deliver the College's programme. It is that process of understanding the human resource requirements and managing the potential needs for Staff Development which this Report has been concerned to address.

6.1.4 The development of new competencies in staff and of new services by the College are often related to the provision of equipment, rooms and other resources. Part of the focus of the College's Material Resource Plan should be on maximising its investment in Staff Development, by ensuring that appropriate resources exist for staff to make best use of the new competencies which they have acquired.

6.1.5 A major implication of the process of Human Resource Planning which this Report proposes is the devolution of certain key tasks to a middle-management level. The Management Plan should seek to take those implications into account by identifying the most appropriate means of managing the Human Resource Planning process. This will include consideration of appropriate administrative processes, of internal decision-making procedures and of the best options for organisational structures. The relationship of the overall College management processes to the management of Staff Development is a key factor in removing the fragmentation of identity and lack of locus of responsibility that often currently exists. It is, therefore, a major factor in deciding the long-term effectiveness of Staff Development in the College.

6.1.6 Staffing costs account for approximately 80% of the average college budget and thus expenditure on and investment in human resource is the key issue in producing a Finance Plan. Here, the aim should be to understand expenditure on Staff Development as an investment which will show short-term and long-term returns. This can only be done where the Staff Development process has been related to tangible outcomes, such as student recruitment, course efficiency, or staff retention rate. Once again, the nature of the exercise means that responsibility for carrying it out must, in the first place, be devolved to a middle-management level and then aggregated corporately. Such a process will produce a much more accurate view of the costs and potential returns on human resource which is, perhaps, now appropriate to the formula funding mechanisms introduced into Further Education by the Education Reform Act.

6.2 Quality Issues

6.2.1 Recent discussion of issues of Quality in Further Education have indicated the importance of the contribution of Staff Development. Quality in NAFE (FEU 1989) identified Staff Development as a major component in the 'support systems' necessary to deliver high quality in work related further education. Further Education and Employment Training: A Quality Response (Training Agency 1989) saw Staff Development as having an important role in building team spirit and informing staff about new programmes, while Supporting Quality in YTS (FEU 1989) emphasised the importance of Staff Development for managers and line staff involved in youth training programmes. Similar emphasis is laid on Staff Development for LEA Inspectors and Advisers by the Audit Commission in their report Assuring

Quality in Education(HMSO 1989).

6.2.2 In these discussions, Staff Development is viewed as an enabling device to maintain or to produce quality in the College. Exactly how it would be used to do that in practice has not yet been suggested, although the interrelationship of Staff development with organisational development which this Report suggests may provide a route forward. Some Colleges, however, are involved in projects which aim to apply the philosophy of Total Quality to the institution, by attempting to get it approved as meeting the Quality standards laid down by the British Standards Institution. These standards, usually referred to by their reference number BS5750, are founded on five key concepts:

Quality Policy: The overall quality intentions and directions of an organisation as regards quality, as formally expressed by top management.

Quality Management: That aspect of the overall management function that determines and implements the quality policy.

Quality System: The organisational structure, responsibilities, procedures, processes and resources for implementing quality management.

Quality Control: The operational techniques and activities that are used to fulfil requirements for quality.

Quality Assurance: All those planned and systematic actions necessary to provide adequate confidence that a product or service will satisfy given requirements for quality.
(British Standards Institution 1987)

6.2.3 Those Colleges working towards meeting these standards will doubtless provide valuable lessons to the system as a whole. As far as the effective management of Staff Development is concerned, it can be noted at this stage that the model proposed by this Report relates positively to the key concepts informing BS5750 in the following broad ways:

Quality Policy relates to the process of Agreeing Definitions for Staff Development;

Quality Management relates to the way in which the Staff Development process is determined and implemented;

Quality System relates to the processes of Reviewing Present systems for Staff Development, Producing a Staffing Forecast and Producing a Staff Development Plan;

Quality Control relates to the processes used to maximise the return on investment in Staff Development and to Evaluate its effectiveness;

Quality Assurance relates to the implementation of the model in the full College context.

6.2.4 A further important dimension is added by the role of the National Council for Vocational Qualifications. Levels 4 and 5 of NVQ are likely to relate to Staff Development provision for further education lecturers and eventually these levels will be defined for all vocational areas. At that point, therefore, updating in the subject bases of lecturers will come into its remit.

NVQ Guidelines for Management Development, which apply to further education staff as they do to all managers, have already been produced by the lead body in this area, the National Forum for Management Education and Development. The pattern of awards is related to the career progression of individual managers and has three levels - Certificate, Diploma and Masters. Six underlying principles are recommended as being key features for management programmes leading to these awards:

Open Access;
Flexibility and innovation in delivery;
A Competence based approach;
Corporate and Individual development plans;
Credit accumulation based on a unit or modular approach and giving accreditation for prior learning;
Employer involvement.

The guidelines for the first, or Certificate level, identify three categories of areas which an initial programme might encompass. These are competencies in generic management functions, such as managing people, managing finance and meeting customer needs; competencies in personal effectiveness, such as planning and organising, and managing others; and understanding the management context.

6.2.5 Guidelines for the Diploma and Masters levels will be produced along similar lines and it seems that in this area of lecturers' learning, they may make a valuable contribution to assuring the quality of Staff Development.

6.3 **Entitlement**

6.3.1 The notion of a curriculum entitlement for learners, outlined in Towards a Framework for Curriculum Entitlement (FEU 1989) is a relatively new one. However, it may prove to be a useful concept in considering how to implement the partnership between staff and College which this Report suggests is central to a workable definition of Staff Development.

6.3.2 Curriculum Entitlement is built on a group of four general aims for the further education service and three common learning themes which should be applied to all learning programmes. Briefly, the aims are the provision of:

- open access to appropriate learning opportunities;
- opportunities for all learners to establish and develop a recognised competence base of knowledge, skills and experience;
- an understanding of local and national economic and social environments;
- a basis for learners to become progressively responsible for negotiating their own personal development.

These aims form the basis of the agenda for entitlement; alongside them are the common learning themes of Relevance; Flexibility; and Competence.

6.3.4 These principles of Entitlement reflect similar preoccupations to the underlying principles recommended by the National Forum for Management Education and Development for consideration in creating management development programmes (see 6.2.3 above). Open access, flexibility, credit accumulation, a competence based approach and individual development plans are the most obvious common factors. As well, the FEU's concern that learners should gain an understanding of the local and national contexts of their learning, so that they can better appreciate the variety of adult roles available, might be compared with the National Forum's concern for the contexts of corporate plans and employer involvement.

6.3.5 This degree of commonality suggests that it might be possible to develop a Staff Development Entitlement as part of a College's overall Staff Development Policy. This is supported by precedents for an entitlement of this kind which may be found in the industrial sector. IBM, for example, allocates a fixed period of annual staff development to its employees. The period of time allocated varies according to their role in the company, but staff are obliged to use their allocation and to report on it to their managers – in this sense, it is a 'mandatory entitlement'. Similarly, Ford UK have recently introduced an Employee Development Action Programme (EDAP), which provides all staff with the opportunity to undertake personal and professional development as part of their conditions of service. Further research is needed to establish how far models of these kinds might be applicable to Further Education and it is, therefore, beyond the scope of this Report to suggest in any detail how a Staff Development Entitlement framework might operate in practice. Nevertheless, the principle is an interesting one and in considering the nature of a learning programme to which all staff should have access, Staff Development Managers might take into account:

- access to learning which will facilitate staff development, e.g. career counselling, personal evaluation, negotiating skills;

- access to acquisition of new competencies relevant to all College work, e.g. Information Technology, new means of delivering learning, Equal Opportunities;

- provision of a variety of means of delivering learning, to meet the needs of individual members of staff;

- development of procedures for negotiating priorities in Staff Development to take account of competing demands.

- negotiating accreditation with training providers, for prior learning and for current learning programmes.

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